

Recovery

Program Element		FY 2005 Actual	FY 2006 Enacted	FY 2007			Change From 2006 (+/-)
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Recovery	\$(000) FTE	69,270 490	73,562 490	+1,048 -	-8,731 -2	65,879 488	-7,683 -2

Summary of FY 2007 Program Changes for Recovery

Request Component	Amount	FTE
Program Changes		
• Ivory-Billed Woodpecker	+396	0
• Wolf Monitoring	-1,084	0
• Pacific Salmon Grants	-1,971	0
• Atlantic Salmon Grants	-985	0
• Manatee Protection and Recovery	-493	0
• Lahontan Cutthroat Trout	-493	0
• Alaska Sea Life Center	-1,182	0
• Peregrine Fund – Aplomado Falcon	-148	0
• White Sulphur Springs WV Mussel Recovery	-345	0
• California Gabbro Soils Inventory	-197	0
• Yellowstone Grizzly Bear Conservation Strategy	-1,098	0
• Penobscot River Restoration	-985	0
• Program Management Savings	-146	-2
Total, Program Changes	-8,731	-2

Justification of 2007 Program Changes

The FY 2007 budget request for Recovery is \$65,879,000 and 488 FTE, a net program decrease of \$8,731,000 and -2 FTE from the 2006 enacted level. Within this amount the Service will continue to fund the Upper Colorado River Recovery Program, a partnership that implements and assists in recovery activities for the humpback chub, Colorado pike minnow, razorback sucker, and bonytail chub; and the Platte River Recovery Program which focuses on protecting and restoring the Platte River ecosystem.

Ivory-Billed Woodpecker (+\$396,000) - The Service is proposing an increase of \$396,000, for a total of \$1,578,000, to help prevent the extinction of the recently-rediscovered ivory-billed woodpecker, and coordinate effective and efficient recovery planning for the species. In addition to establishing a recovery team and writing a draft and final recovery plan, implementation efforts may include: improving and expanding the survey effort in Arkansas and other formerly occupied locations; describing the habitat of the species sufficiently so that the most likely locations for other extant populations may be identified and searched; delineating habitat and determining the proper management actions which might be needed once additional information on the species is obtained; proactively keeping the local public informed on developments in management and recovery; and, conducting a more intensive, careful management and assemblage of larger block sizes of habitat through acquisition in fee or conservation easement.

Wolf Monitoring (-\$1,084,000) [ID Office of Species Cons. - \$719,000; Montana -\$315,000; Nez Perce - \$50,000] - The gray wolf population in the western U.S. has reached its numerical and distributional

recovery goals. The Service has finalized a 10(j) experimental population rule that transfers wolf management authority to the States of Montana and Idaho, including responsibility for wolf monitoring. Both states have Service-accepted state wolf management plans. The Service currently has a cooperative agreement with the State of Montana and an MOA with Idaho. The State of Idaho has subcontracted with the Nez Perce Tribe to monitor wolves. In anticipation of the states increasing their management of wolves in the Northern Rockies, the Service is discontinuing funding these efforts in FY 2007 within the Recovery program. Additionally the Service has included \$800,000 in the Partners for Fish and Wildlife general program increase to provide project dollars for the States of Idaho and Montana for this purpose. The Service intends to continue to work with the states, local governments and landowners on depredation and ungulate issues as general program funding allows. Additionally, based on the Nez Perce Tribe's previous experience in this program, the Service believes that directing the remaining \$295,000 of Recovery program funds provides sufficient resources to the Nez Perce for their participation in the wolf recovery program in Idaho.

Pacific Salmon Grants (-\$1,971,000) - In FY 2006, Congress provided \$1,971,000 for Pacific Salmon grants. This funding is a pass-through grant to the National Fish and Wildlife Foundation (NFWF) for salmon habitat recovery projects in the State of Washington. The Service proposes to discontinue funding these efforts in FY 2007 in order to fund higher priority conservation activities elsewhere in the budget request. Although the Service plays a role in salmon management, the National Marine Fisheries Service is the Federal agency with lead responsibility for recovery of the Pacific salmon. An array of Federal grant programs are available for species and habitat conservation, particularly programs focused on salmon and anadromous fish recovery.

Atlantic Salmon Grants (-\$985,000) - In FY 2006, Congress provided \$985,000 for Atlantic Salmon grants. This funding is a pass through grant to the National Fish and Wildlife Foundation for the "Atlantic Salmon Collaborative" which funds on-the-ground projects to permanently protect and restore priority habitats and their buffers for Atlantic salmon. The majority of the funds were used to support voluntary, cooperative efforts with private landowners, non-government organizations, and state and federal agencies to permanently protect Atlantic salmon habitat and conduct habitat restoration work benefiting Atlantic salmon. Funds were also used to provide technical assistance to the State of Maine and others to develop and implement the Recovery Plan and continue work on the State of Maine Conservation Plan. This program is eligible for Service grant programs such as the State and Tribal, Landowner Incentive, and Private Stewardship grant programs.

Manatee Protection and Recovery (-\$493,000) - In FY 2006, Congress provided \$493,000 for manatee protection and recovery. The funding was used to specifically focus on enforcing boater compliance with manatee speed zones, developing additional manatee refuges and sanctuaries, and addressing issues associated with maintaining adequate warm water refugia (wintering sites) such as natural springs and power plant discharges. The Service has designated 17 additional manatee refuges and sanctuaries since FY 2001, and we continue to work with the State of Florida to refine boundaries to improve boater safety, increase signage in waterways to reduce boat speeds, and enforce boater compliance. The Service does not contemplate further additions to the current system of federal manatee refuges and sanctuaries and has completed placement of most permanent boundary signs. The Service intends to continue to work with the states, local governments and landowners on high priority manatee issues.

Lahontan Cutthroat Trout (-\$493,000) - In FY 2006, Congress provided \$493,000 to the Service for recovery of the Lahontan cutthroat trout in Nevada. The Service has used these funds to coordinate recovery implementation on an ecosystem-based scale for the Lahontan cutthroat trout. Most of the funds have been used for on-the-ground actions and landowner assistance in the Walker and Truckee River basins. The funds enabled the Service to coordinate with stakeholders affected by the trout's listing and

to involve stakeholders in the recovery planning process through the formation of a Management Oversight Group comprised of federal, state and tribal leaders to coordinate recovery efforts and revise the Recovery Plan for the Lahontan Cutthroat trout. Continued funding is not being requested since these on-the-ground actions have been implemented and the Management Oversight Group has been established; any recommendations for future actions—and the appropriate management entities to implement them—are expected to come out of the revised Recovery Plan.

Alaska Sea Life Center – Eider Recovery (-\$1,182,000) - In FY 2006, Congress provided \$1,669,000 for a recovery research program for the threatened spectacled eider, Steller's eider and sea otter recovery. Most of this funding was provided to the Alaska Sea Life Center to identify and implement a recovery research agenda for these species. The remaining funds were used by the Service to coordinate the eider and sea otter recovery teams and applied studies on sea otter and eider biology, physiology, and ecology. In FY 2007, the Service continues the coordination efforts at \$488,000 in order to provide managers with key information to help craft effective recovery strategies and continue outreach and education efforts involving Alaska Natives and other rural residents in eider conservation efforts. The Service has proposed to reduce the pass-through funding to the Alaska Sea Life Center. The proposed funding level funds the highest priority recovery activities for the eider and sea otters while also providing the Service flexibility to fund higher priority projects elsewhere in the budget request. The Alaska Sea Life Center is eligible for the Service's section 6 Conservation grant program.

Peregrine Fund – Aplomado Falcon (-\$148,000) - In FY 2006, Congress provided \$148,000 for the Aplomado falcon. These funds will be used for on-the-ground implementation of efforts to restore northern Aplomado falcons within suitable habitat in the State of New Mexico and will be transferred directly to the Peregrine Fund for implementation of this restoration. This program is eligible for Service grant programs such as the State and Tribal, Landowner Incentive, Private Stewardship, and section 6 Conservation grant programs.

White Sulphur Springs WV Mussel Recovery (-\$345,000) - The funding has been used to restore and recover multiple federal and state protected native mussels in West Virginia. The funding was for the White Sulphur Springs National Fish Hatchery to develop propagation techniques for freshwater mussels, which have undergone tremendous declines in recent decades due to habitat destruction, poor water quality, and competition from exotic species. The Service proposes to discontinue funding these efforts in FY 2007 in order to fund higher priority conservation activities elsewhere in the budget request, such as the \$1.9 million increase for hatchery operations to address the highest priority recovery tasks.

California Gabbro Soils Inventory (-\$197,000) - The funding is being used to conduct a survey of the 3,200 preserve acres and surrounding areas for the five listed plant species to determine population and distribution across existing preserve lands. The 2002 Recovery Plan for the Gabbro Soil Plants includes a goal to conserve approximately 5,000 acres of habitat. Federal, state, and local agencies are working together through a cooperative agreement to recover the five listed plant species included in the recovery plan through conservation easements, land acquisitions and management, and education and outreach. The Service proposes to discontinue funding these efforts in FY 2007 in order to fund higher priority conservation activities elsewhere in the budget request. Additionally, this program is eligible for Service grant programs such as the State and Tribal, Landowner Incentive, Private Stewardship, and section 6 Conservation and Recovery Land Acquisition grant programs.

Yellowstone Grizzly Bear Conservation Strategy (-\$1,098,000) - This funding is being used for the implementation of the Yellowstone Conservation Strategy (YCS), a long-term regulatory mechanism for recovery of grizzly bears and their monitoring after potential delisting. Congress provided this funding to support the Service's efforts to propose delisting of the grizzly bears in Yellowstone population and to be

dispersed to various Federal and State agencies (signatories to the YCS) that participate in the delisting of the Yellowstone population and to support the implementation of the YCS. Because the Grizzly bear Yellowstone population has been proposed for delisting, funding for this program has been redirected to Partners for Fish and Wildlife program.

Penobscot River Restoration (-\$985,000) -The funding supports the first phase of the 2-phase Penobscot River Restoration Project, which includes the purchase of dams from PPL pursuant to a collaborative agreement between the State of Maine, the Federal Government, private industry, Indian Tribe and five environmental groups. The project would maintain 90 percent of hydropower energy production capacity while opening more than 500 miles of habitat to 10 native species of sea-run fish, including Atlantic salmon. The funds are used as part of a \$25 million negotiated acquisition price for three federally licensed hydroelectric projects in the Penobscot River watershed. The Service will work with stakeholders to identify more appropriate funding sources such as the Cooperative Endangered Species Conservation Fund grants.

Program Management Savings (-\$146,000) - To enable the Service to address its highest priorities during constrained fiscal times, the Service proposes reducing program administrative funding by \$1,980,000. Using Activity Based Cost information and other budgetary analyses the Service anticipates achieving a savings of \$146,000 in Recovery. These savings will be realized by streamlining program administrative support activities.

Program Performance Change

The requested budget change will not affect performance of the Recovery Program. Funding provided for General Program Activities in fiscal year 2007 will allow the Service to meet performance targets and goals as they are developed. For further information on performance data, please refer to the Program Performance Change table at the beginning of the Endangered Species section.

Program Overview

The Recovery Program carries out the primary purpose of the Endangered Species Act (ESA) conserving endangered and threatened species and the ecosystems upon which they depend. The Recovery program prepares recovery plans that identify necessary recovery actions and works with other Service programs, and other federal, state, tribal, and non-government partners to implement these recovery actions.

Recovery of endangered and threatened species is an ever-challenging task. The factors that lead to species imperilment, including habitat degradation through land, water, and other resource development and extraction and invasive species proliferation, are increasingly complex. Addressing these factors requires coordinated action between the Service and our partners over a long period of time. Because listing species as endangered or threatened under the ESA does not immediately halt or alter these threats, species often continue to decline following listing. However, as knowledge of species and their requirements increase through the development of recovery plans and implementation of recovery actions, the status of species will often stabilize and begin to show improvement.

The Recovery Program contributes directly to the Department's draft strategic goal to sustain biological communities on Department managed and influenced lands, in the Resource Protection mission component, and the Service's proposed mission goal of "Conservation Leadership for Fish, Wildlife, and Their Habitats."

Recovery Planning

Recovery planning is the foundation for species recovery and includes the development of recovery outlines as soon as a species is listed, preparation of draft and final recovery plans, and, as new

information becomes available, revision of plans. The recovery outline, the first step in recovery planning, guides the immediate implementation of urgent recovery actions, and describes the process to be used to develop a recovery plan. The recovery plan identifies the recovery objectives, measurable recovery criteria, a strategy for achieving recovery, specific recovery actions, and methods for monitoring recovery progress. Recovery teams, consisting of species experts, federal and state agencies, non-government organizations and stakeholders, are often established to develop recovery plans. The Service has been working to increase the involvement of stakeholders in recovery planning. Stakeholder involvement early in and throughout the planning process ensures recovery actions are feasible and establishes support for implementation of recovery actions following completion of the plan. Scientific peer review and public review ensure plans are based on the best available science and information.

Approximately 84 percent of the species requiring recovery plans had them by the end of FY 2005. The development of high quality recovery plans for currently listed species without plans as well as for newly listed species, and the revision of older plans, continues to be a priority for the program. Recovery plans are essential to the effective and efficient implementation of recovery actions not only by the Recovery Program, but by other Service programs and DOI bureaus, and other partners. Recovery planning, therefore, is critical to the accomplishment of the DOI's end outcome measures for endangered species conservation under the Resource Protection goal to sustain biological communities.

Recovery Implementation

Recovery implementation includes organizing, coordinating, funding, and overseeing the on-the-ground actions identified in recovery plans. The Service works with federal and state agencies, non-government organizations and the private sector and private landowners to implement recovery actions. Within its available resources, the program must balance the need to implement urgent recovery actions for species on the brink of extinction with the need to continue support for ongoing recovery programs, and the need to initiate recovery programs for newly listed species. The Service engages and encourages multiple stakeholder input throughout the recovery implementation process to develop innovative approaches and broaden support for implementation of on-the-ground actions. Involvement of as many partners as possible, especially the states, increases our ability to implement more recovery actions for more species.

The Service employs several tools that provide flexibility in meeting both species recovery objectives and human needs. The development of special rules under section 4(d) of the ESA for threatened species allows the Service to tailor protections to the needs of the species while enabling human activities to proceed consistent with the conservation of the species. Special rules have been developed for several fish species, such as the Apache trout, that allow the accidental catch of the species by anglers provided the species is returned to the water. The revenues generated from fishing in waters inhabited by the Apache trout helps to promote conservation of habitat. The establishment of experimental populations under section 10(j) of the ESA provides for flexibility in management by considering the population as threatened, regardless of its status elsewhere in its range, and allowing for the development of a special rule to provide flexibility in management of the species. The 10(j) rule developed for the gray wolf population reintroduced into the northern Rocky Mountains allows livestock producers to harass wolves that threaten livestock, and in some cases for these wolves to be killed by appropriate authorities and permitted landowners if they prey upon livestock. Controlling problem wolves helps to maintain support for wolf recovery by reducing real and potential impacts to ranchers.

To prevent species extinction the Service will work with partners and stakeholders to:

- *develop recovery plans*
- *implement on-the-ground actions*
- *restore habitat*
- *find new and efficient methods for advancing species recovery*
- *enter into Safe Harbor Agreements*

Safe Harbor Agreements allow for flexible management by providing assurances to private landowners who implement conservation measures for listed species that their actions will not lead to additional ESA restrictions. Safe Harbor Agreements have contributed significantly to the conservation of the red-cockaded woodpecker in the southeast as well as other species inhabiting private lands. Developing and implementing special rules and Safe Harbor Agreements can require considerable resources as they are often complex, cover extensive areas, and require close coordination with states, communities, and other stakeholders.

Monitoring species populations and evaluating the results of recovery actions are essential to the success of recovery programs. Periodic review of all available information concerning a species' status ensures that species are properly classified, that recovery funding is appropriately prioritized, and that recovery plan recommendations remain valid. The ESA requires the Service to review the status of all listed species at least once every 5 years to determine whether a change in status (delisting or reclassification) is necessary. The Service is increasing the priority it places on conducting 5-year reviews with the intent of balancing the need to ensure that decisions are based on the best available information and the need to implement on-the-ground actions that directly further the recovery of listed species.

Delisting and reclassification are the results of recovery success. Delistings also represent the removal of regulatory restrictions that are no longer necessary to sustain the species. Removing a species from the Endangered Species List or reclassifying it from endangered to threatened requires a formal rulemaking with the associated scientific peer review and public review. When a species has been recovered and delisted, the ESA requires the Service, in cooperation with the states, to monitor the species for a minimum of five years to assess each species' ability to sustain itself without the ESA's protective measures.

Although the Recovery Program directly implements recovery actions for many listed species, the program also plays a vital role in guiding, facilitating, supporting, and monitoring the implementation of recovery actions by other Service programs, other DOI bureaus, Federal agencies, States, and other partners and stakeholders. The work of the Recovery Program, therefore, is critically important to the accomplishment of the DOI's end outcome measure for endangered species conservation under the Resource Protection goal to sustain biological communities. Involvement of as many partners as possible, especially the States, increases the Service's ability to effectively implement more recovery actions for more species. Two examples of these types of partnerships include the Upper Colorado River Recovery Program, which is a partnership of Federal, State, local agencies and water users that implement and assist in recovery activities for the humpback chub, Colorado pikeminnow, razorback sucker, and bonytail chub; and the Platte River Recovery Program which focuses on protecting and restoring the Platte River ecosystem. The Service will continue to fund these two important initiatives with general program activities funding.

2007 Program Performance Estimates - Recovery

In FY 2007, the Service anticipates the following activities:

- Based on the final appropriation for the Recovery Program and other new information, delist or downlist three species due to recovery; possible examples include the cui-*ui* and the bald eagle.
- Prepare recovery outlines for species added to the U.S. List in FY 2006 and complete final recovery plans for 46 species, increasing to 91 percent the number of species listed 2.5 years or more with approved recovery plans.
- Maintain the status of 366 species as stable or improving.
- Initiate 5-year reviews for 245 species.
- Build partnerships to help the Service implement recovery actions (including habitat restoration, captive propagation, and reintroduction) for all priority listed species.
- Increase opportunities that allow us to contribute funding to cross-program initiatives that would further the recovery of listed species in the National Fish Hatchery system and through other programs such as the National Fish Habitat Initiative.
- Utilize the Recovery Implementation Database (ROAR) to track initiation of recovery actions cited in approved recovery plans.
- Where applicable, develop special 4(d) rules for threatened species, 10(j) rules for experimental populations, and 10(a)(1)(A) enhancement of survival permits for Safe Harbor Agreements.
- Continue to fund the "Preventing Extinction, Showing Success" initiative.

2006 Planned Program Performance - Recovery

The Service is using funds, in part, for the following activities:

- Based on the final appropriation for the Recovery Program and other new information, delist or downlist three species due to recovery; possible examples include the Yellowstone Distinct Population Segment (DPS) of the Grizzly Bear and the Rocky Mountain DPS of the gray wolf.
- Prepare recovery outlines for species added to the U.S. List in FY 2005 and complete final recovery plans for 42 species, increasing to 87 percent the number of species listed 2.5 years or more with approved recovery plans.
- Maintain the status of 356 species as stable or improving.
- Initiate 5-year reviews for 243 species such as the Greenback cutthroat trout, Mt. Graham red squirrel, and little Colorado spinedace.
- Complete programming and testing Phase I of the Recovery Implementation Database to track recovery actions cited in approved recovery plans.
- Where applicable, develop special 4(d) rules for threatened species, 10(j) rules for experimental populations, and 10(a)(1)(A) enhancement of survival permits for Safe Harbor Agreements.
- Continue to fund the "Preventing Extinction, Showing Success" initiative.
- Build partnerships to help the Service implement recovery actions (including habitat restoration, captive propagation, and reintroduction) for all priority listed species.

2005 Program Performance Accomplishments - Recovery

Significant actions the Service achieved in FY 2005 include:

- Delisted one species, the Eggert's sunflower, due to recovery.
- Downlisted one species, the Mariana fruit bat from endangered to threatened due to recent research which found that the Guam population is part of a subspecies that includes populations of bats found on other islands.
- Proposed to downlist the American crocodile and the Gila trout due to recovery.

- Completed final recovery plans for 12 species, including the Barton Springs salamander and Blackburn's sphinx moth, drafted revised final recovery plans for 7 species, completed 1 recovery outline for a species (the Southwest Alaska DPS of the northern sea otter) that had been listed for 90 days or less, and published draft plans for an additional 25 species. While we had anticipated completing more plans in FY 2005, recovery planning has become increasingly complex and the increase in workload on 5-year reviews precluded us from completing more plans in FY 2005.
- Maintained 352 species as stable or improving.
- Completed two 5-year reviews for the Northern spotted owl and Kuenzler hedgehog cactus and initiated 180 5-year reviews.
- Provided funds directly to support 9 projects that were carried out to prevent the extinction of critically imperiled species, including the newly rediscovered ivory-billed woodpecker, and to complete final recovery actions needed to downlist or delist the species.
- Finalized the boulder darter and spotfin chub 10(j) experimental rule and the Northern aplamodo falcon 10(j) experimental rule.
- Finalized 5 Safe Harbor Agreements covering 8 species.



Boulder Darter

This Page Intentionally Left Blank